



KEEPING COMMUNITIES SAFE: REDUCING CRIME THROUGH EFFECTIVE RE-ENTRY 2010–2013

OFFICE OF THE SECRETARY OF PUBLIC SAFETY

ROBERT F. McDONNELL, GOVERNOR OF VIRGINIA
MARLA GRAFF DECKER, SECRETARY OF PUBLIC SAFETY



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In January of 2010, Governor Bob McDonnell announced that prisoner and juvenile offender re-entry was a public safety priority for his administration. The Governor recognized that improved offender re-entry outcomes are critical to safer communities.

Preparing prisoners for successful re-entry into communities is not soft on crime; it is sound public safety policy. It creates an opportunity to reduce recidivism, and reflects the idea that America is a nation that believes in second chances.

—Governor Robert F. McDonnell

This report highlights the programs, policies and services developed across state agencies and in communities as a result of Governor McDonnell's comprehensive re-entry initiative. The report also outlines key re-entry accomplishments as well as the challenges remaining and recommendations for the future.

Governor McDonnell issued Executive Order 11 in 2010 highlighting the importance of re-entry and establishing the Virginia Prisoner and Juvenile Offender Re-entry Council (the Council) to assist state agencies in identifying re-entry barriers and recommending ways to address them. The Council was also charged with promoting collaborative re-entry strategies for adult and juvenile offenders.

Additionally, to ensure smooth integration of efforts and to highlight the importance of the initiative, the Governor appointed the first re-entry coordinator for the state and directed the Departments of Corrections and Juvenile Justice to make re-entry a priority in their planning and programming. Further, Governor McDonnell asked all state agencies to examine their role in re-entry, and promoted the engagement of local communities in reducing recidivism through improved re-entry strategies in the Commonwealth.

The McDonnell Administration engaged in a comprehensive effort led at the highest levels to develop a sound and effective re-entry policy based on data, using evidence based programming and engaging partners at all levels.

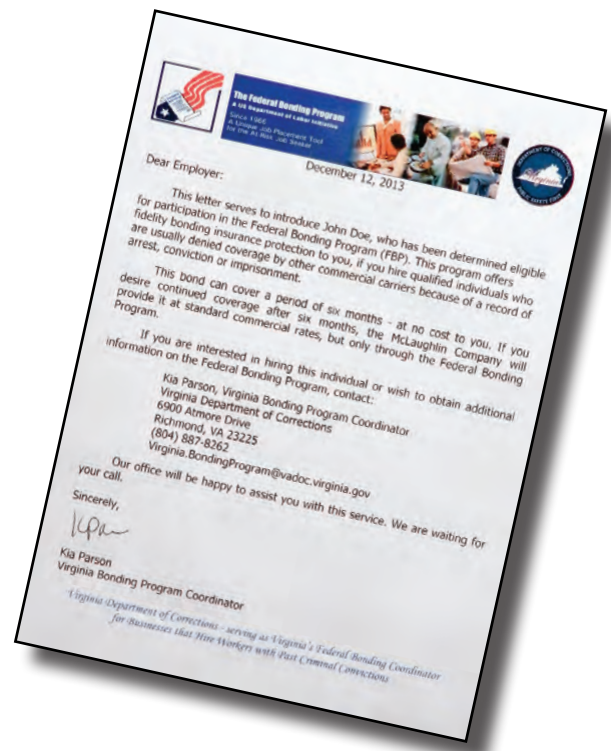
The primary state agencies involved in the re-entry work are the Department of Corrections (DOC), Department of Juvenile Justice (DJJ), the Department of Criminal Justice Services (DCJS), and the Department of Social Services (DSS). Other key state agencies involved in re-entry include the Department of Motor Vehicles (DMV), Department of Medical Assistance Services (DMAS), Department of Behavioral Health and Developmental Services (DBHDS), Department of Health (DOH), Department of Department of Housing and Community Development (DHCD), Department of Professional and Occupational Regulation (DPOR), Department of Aging and Rehabilitative Services (DARS) and the Department of Veterans Services (DVS).



This successful initiative has seen unprecedented support from state, local and federal agencies as well as a variety of private, community, business and volunteer stakeholders. Virtually all levels of state government have participated in this effort and much has been accomplished through cooperative efforts.

As a result of the Governor's re-entry initiative, important legislation was enacted which allows state public safety agencies to strategically move forward with their re-entry goals. This includes legislation that: allows access to juvenile records by regional and local jails of those offenders released from DJJ and then committed to jails as adults; allows juveniles over the age of 18 at the time of release to opt into independent living services upon release; permits DOC to set up re-entry trust plans for inmates so those incarcerated can save up to \$1,000 in their accounts; establishes a Federal Bonding Coordinator position at DOC; allows DOC to share health care information with local social services agencies for offenders being released; and makes HIV testing for offenders mandatory prior to release.

In order to be more effective and efficient, as well as to better coordinate education and vocational programming, the Department of Correctional Education was merged into DOC and DJJ. Adult and juvenile offender educational and vocational programs now come under the direct supervision of DOC and DJJ, respectively. This ensures that education and vocational services are a priority and are included in all aspects of planning.



Changes supporting re-entry included implementing organizational and culture change in DOC and DJJ. Both agencies appointed re-entry coordinators to oversee planning, coordination and support for re-entry programming and activities. This effectively enabled the statewide prisoner re-entry coordinator position to ultimately be assumed by a Deputy Secretary. That Deputy Secretary is responsible for ensuring all coordination efforts and that re-entry remains a priority.

DOC and DJJ also engaged in system-wide training of staff to support new skills and ways of interacting with offenders focused on offender behavior change. The results have been extremely positive and the culture has shifted in a meaningful way while maintaining public safety as a top priority.

DOC has also designated specific correctional centers as intensive re-entry sites. When offenders are within 12 months of release, they are transferred to prison-based Intensive Re-entry Programs located at Security Level 2 and 3 facilities located strategically throughout the state. Offenders are placed at facilities closest to their release home plan. These facilities provide concentrated programming to help prepare offenders for release.

Similarly, DJJ has focused on re-entry planning that includes focus on educational attainment, employability skills and collaboration with community partners. Improving re-entry outcomes for juvenile offenders requires a comprehensive, seamless and continuous approach. Therefore, re-entry now begins on the front end of commitment with a Comprehensive Re-entry Case Plan (CRCP) that follows the juvenile through commitment to release. The Plan is driven by a needs assessment that determines the level of supervision and the need for services during commitment and upon release. The CRCP allows DJJ staff to respond to the individual needs of a juvenile and determine the appropriate steps needed after release. The Plan is inclusive of input from counselors, treatment, education, re-entry and parole officers.

DJJ is doing a better job to prepare juveniles for release to the community. An increasing number of step down opportunities have been made available for eligible residents and partnerships have been established with community employers and educational institutions to support reintegration into the community. For juveniles who are not eligible for step down incentives transitional services begin during commitment to equip them with basic skills necessary to begin the journey to productive citizenship.



DOC and DJJ have also enacted many programmatic changes. Significantly, the agencies now better prepare adult and juvenile offenders for re-entry through evidence based programming. This programming addresses substance abuse, mental health and health needs, behavioral issues, anger management, and educational/vocational needs. Additionally, the agencies have implemented the use of cognitive interventions and motivational interviewing to support offender participation in these evidence-based programs.

As a result, adult and juvenile offenders are actively involved in planning and preparation for their release and better prepared to meet the challenges they face upon release.

While much has been accomplished, challenges remain. The strategic re-entry plans established by DOC and DJJ will require ongoing monitoring and revisions as time goes by, resources change, data shows new trends, and new programming becomes available.

Additionally, communities will need to continue to expand the partnerships and sustain the collaborative networks that have been established in support of re-entry. In short, the successful re-entry initiative that has developed over the past several years is only the beginning of a long term commitment to assisting



offenders and at the same time making our communities a safer place to live and raise families.

Solid prisoner re-entry planning that begins at intake and continues through release back into the community provides for reduced victimization, stronger long term public safety, and second chances for offenders who have served their time, taken responsibility for their actions, and want to be productive citizens of the communities in which they live.



Safe communities are a cornerstone of Governor McDonnell's vision for a Commonwealth of Opportunity, and improving re-entry outcomes supports that vision. The work of the Governor's Council, public safety agencies and other state agency partners, local governments and community partners has contributed to positive changes and improved re-entry outcomes in our Commonwealth.

In support of this vision for safer communities, both the Virginia Department of Corrections and Department of Juvenile Justice developed and implemented extensive re-entry strategic plans under the direction of the Office of the Secretary of Public Safety. Many of the strategies included in the plans were based on recommendations from the Governor's Re-entry Council as well as many career professionals and other experts.

The state's re-entry coordinator worked closely with the DOC and DJJ on these plans that addressed organizational change, programming improvements, and pre- and post release re-entry planning and services.

DJJ introduced their Re-entry Strategic Plan with the goals of reducing recidivism and victimization, and encouraging productive citizenship of juveniles returning to the community after commitment to DJJ. The plan can be found on the DJJ website: www.djj.virginia.gov

The DOC plan, the Virginia Adult Re-entry Initiative (VARI), has a re-entry focus that begins with the offender's entry into prison and continues through his or her incarceration. It follows the offender through transition and reintegration in the community. The plan can be found on DOC's website: www.doc.virginia.gov.

While the Virginia Department of Criminal Justice Services (DCJS) is not directly responsible for re-entry planning and does not have a specific strategic re-entry plan, it does have an overall agency five year strategic plan which includes re-entry services as part of that plan.

In July 2010, DCJS hosted a series of three "Blueprints for Change" sessions: Ensuring Public Safety through Successful Prisoner Re-entry, Ensuring Public Safety through Successful Re-entry Policies for Youth, and Gangs in Virginia: Status and Solutions. The sessions brought together local, state and national criminal justice leaders to discuss re-entry topics. These forums produced many ideas that have been pursued by our agencies and relevant partners.



THE VIRGINIA PRISONER AND JUVENILE OFFENDER RE-ENTRY COUNCIL

Executive Order 11 was issued on May 11, 2010. Governor McDonnell directed the Office of the Secretary of Public Safety to lead the statewide re-entry effort and coordinate the Virginia Prisoner and Juvenile Offender Re-entry Council charged with promoting re-entry strategies for adult and juvenile offenders.

The Council, chaired by Secretary of Public Safety Marla Graff Decker, was comprised of Executive Branch representatives or their designees and representatives of community public safety and human services partners, as well as state agencies and other experts.

The Council was charged with identifying barriers to successful re-entry, improving collaboration and coordination of transitional services, developing policies, procedures, and programs with performance-based outcomes that enhance re-entry management, establishing partnerships to promote employment and transitional jobs and engaging local agencies, community-based social service providers, community organizations, faith-based organizations, as well as other stakeholders, in promoting successful re-entry policies and programs.

Executive Order 11 established workgroups and committees to assist in developing recommendations in line with the Council's charge to assist offenders with jobs, housing, substance abuse treatment, medical care, and mental health services. At the Governor's direction there was specific examination of re-entry

issues for women, juveniles and veterans as their unique re-entry needs had not been previously explored.

Re-entry Coordinator Banci Tewolde and Community Partnerships Director Jane Brown worked with the Council and its committees and workgroups to help facilitate the development of their recommendations and to coordinate with state agencies, legislators and community partners in their enactment.

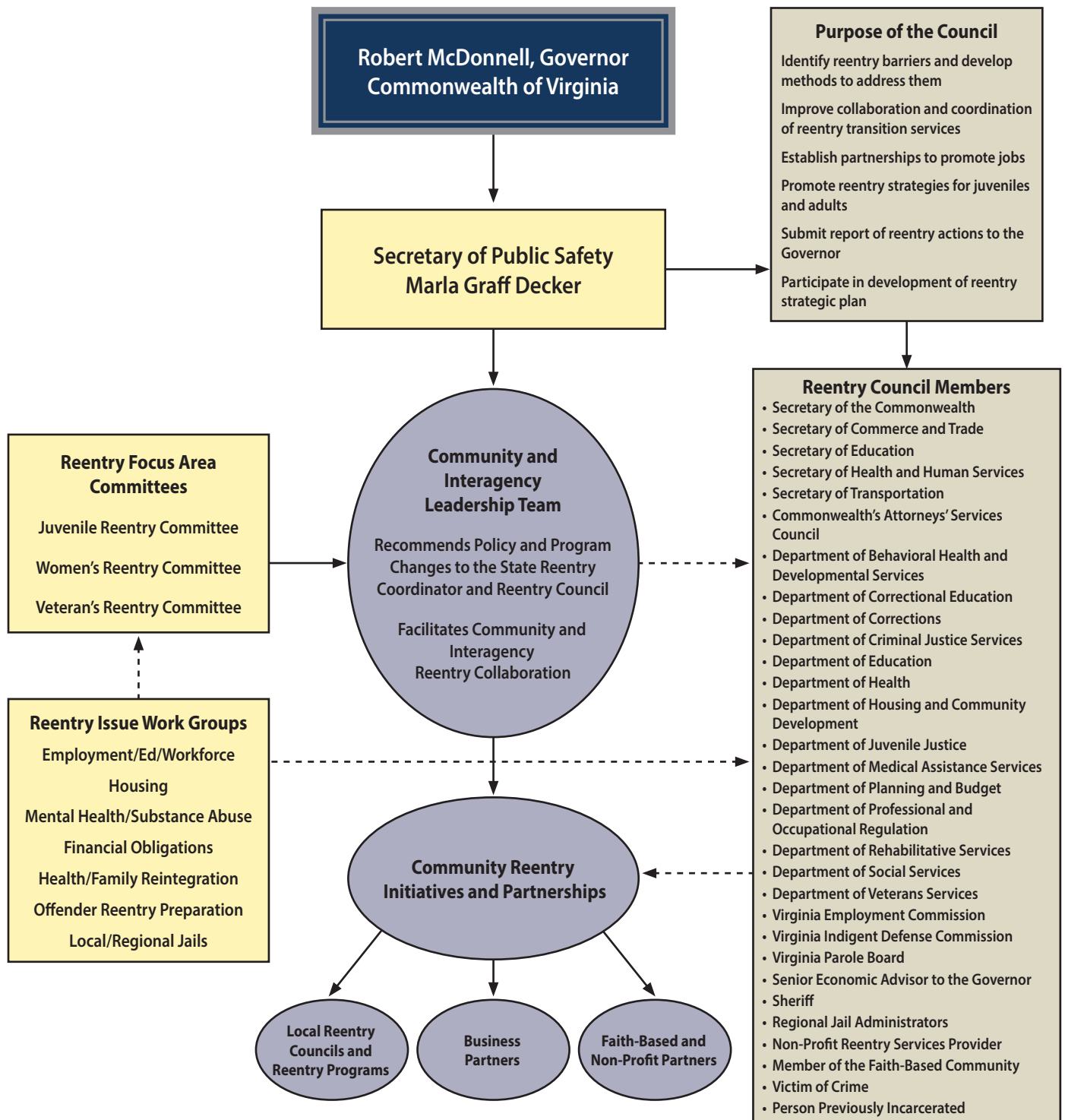
Through its work, the Council helped establish four year re-entry strategies for the Virginia Department of Corrections and the Virginia Department of Juvenile Justice. It issued over 60 recommendations to strengthen public safety, reduce recidivism, and improve collaboration among local and state agencies working on the re-entry initiative.

In June of 2012, Governor McDonnell issued Executive Order 48 to continue the Council and its work. With this Executive Order the Council shifted its focus to implementation and evaluation of earlier recommendations and encouragement of ongoing collaboration and partnership among local agencies, community-based social services providers, faith-based organizations, as well as other stakeholders, in promoting and enhancing successful re-entry policies and programs.

The impact of the Council and its work has been significant. Many of the re-entry accomplishments in the Commonwealth are based on recommendations from either the Council or state agency experts.



VIRGINIA PRISONER AND JUVENILE OFFENDER REENTRY COUNCIL



SYSTEMS CHANGE

Implementation of the Commonwealth's re-entry initiative involved many state agencies, as well as local partners and stakeholders. For all, there are many components of offender re-entry that have been developed, implemented, and enhanced. Nevertheless, the efforts continue and must remain ongoing, adapting to the ever-changing circumstances.

Organizational change was identified by many agencies as a needed component of the re-entry initiative. Our state agencies recognized that they had to change their way of doing business, at both the agency and staff levels.

At DOC Director Harold Clarke and Chief Deputy Debra Gardner and their team shifted the focus from solely "custody, security, and surveillance" to include public safety through offender risk reduction.

Director Clarke's national reputation and his considerable professional experience has enabled him to lead the DOC Team of professionals with significant experience in Virginia's system to effect significant positive changes and implement an evidence-based plan.

There has been an emphasis on promoting positive behavioral change for offenders transitioning back into the community from adult and juvenile correctional facilities and local and regional jails.

DJJ recognized that the agency culture had to focus on best practices and improved ways of performing its tasks if the re-entry plan was to be successful. Under the leadership of Director Mark Gooch and his team, DJJ updated its mission, vision, and values statement to reflect the importance of a culture that reinforces positive staff attitudes, and behaviors that promote positive juvenile development.

Chief Deputy Lionel Jackson, with his years of educational experience; specifically dealing with at-risk-youth, enabled DJJ to review its educational and vocational efforts and re-tool them to better prepare juvenile offenders for their release and the future. Educational challenges are significant, particularly in light of the changes in learning systems but DJJ is working to meet these challenges and provide quality education.

System change also included DOC and DJJ establishing re-entry leadership positions in their agencies. DOC, using existing resources, established the position of Re-entry and Programs Director, to oversee and monitor all re-entry activities in



the institutions and probation and parole districts. Re-entry specialists' positions were also established in the institutions and probation and parole districts to ensure transition and re-entry services are delivered seamlessly.

Additionally, consistent with an overall effort to reorganize the Department to perform more efficiently and effectively, formerly separate stovepipe operating divisions of community corrections and institutions were combined under one position of Chief of Corrections Operations.

At DJJ a Re-entry Coordinator also was selected to plan and coordinate re-entry activities. The Re-entry Coordinator established a team of re-entry specialists to carry out a seamless approach of transition from DJJ commitment through release to the community.

Consistent with modern theory and practice, the preparation for re-entry back into the community now begins at the time the offender enters the correctional system, whether a juvenile or adult. This was a shift in thinking as well as shift in programming. Re-entry planning now begins at the onset of incarceration rather than at the end of the offender's sentence. Staff initiates the planning process on the day the offender enters the institution, beginning with an assessment of the offender's criminogenic needs and their risk factors.

A change for both DOC and DJJ came with the use of validated risk and needs assessment tools that aid in the re-entry planning process. The use of the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) risk and needs assessment instrument has been implemented in DOC's institutions and probation/parole districts.

The Youth Assessment and Screening Instrument (YASI) has been implemented in DJJ's correctional facilities. For offenders on local community corrections supervision, the programs have implemented the use of the Modified Offender Screening Tool/Offender Screening Tool (MOST/OST) screening instruments.

These validated instruments allow the respective agencies to assess the criminogenic needs of those they house and supervise to determine the best course of case planning. Science and evidence guide programming and treatment.

Further, DOC established intensive re-entry centers at its prisons which enable staff to implement evidence-based practices while working with offenders. These practices carry over to the probation/parole districts upon the offenders' release.

The intensive re-entry programs are based on the cognitive community model of social learning. In this program, offenders are housed in the same living area to create an intensive programmatic environment where they can practice pro-social thinking and behaviors in a supportive environment while preparing for the challenges of becoming productive citizens.

Within these programs, offenders receive a range of courses and services such as: Thinking for a Change, life skills classes, workforce development and the Ready to Work curriculum, job fairs with community employers and family re-entry seminars.

In addition to re-entry programs at medium security prisons, DOC also has re-entry resources for offenders housed at low security and high security facilities.

For low security offenders with a lower risk of recidivism, re-entry preparation consists largely of work programming. DOC has implemented an abbreviated re-entry package that includes some cognitive programming and workforce development for these offenders.

To address re-entry in the higher security institutions, DOC has developed a new, innovative, and creative process, based on



research in the correctional field, to reduce the prison system's reliance on long-term Administrative Segregation assignments. The Administrative Segregation Step-Down Program has been incredibly effective in changing the culture at Virginia's highest security prison and providing avenues for offenders to earn their way to lower security levels.

Administrative Segregation is the highest and most restrictive of prison security classification levels. It is a status reserved for those offenders who previously could not be safely managed at lower security levels due to serious risks they pose to other offenders, staff or the public.

In 2013, DOC was awarded the State Transformation in Action (STAR) award from the Council of State Governments' Southern Legislative Conference for its re-entry programming at its highest security institutions.

With its Segregation Step-Down program, DOC is one of the first state correctional agencies to apply the principles and practices of the evidence-based research to an Administrative Segregation super-max prison population. The program has successfully and safely reduced the number of Administrative Segregation offenders. It also provides for the better likelihood of successful transition from confinement back into the community.

The following graphics highlight DOC's Administrative Segregation Step-Down Program and the results. The one on the



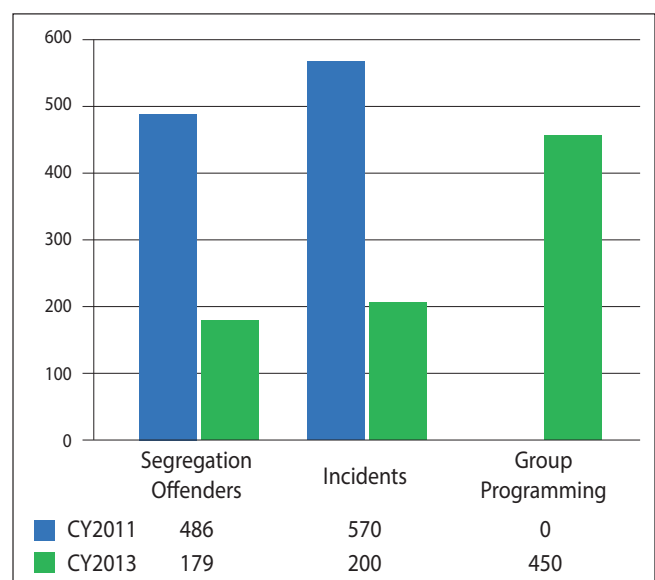
left shows the services and program slots available in the affected institutions prior to implementation of the program and then after implementation.

The graph on the right shows the results of the program in calendar years 2011 and 2013. As can be seen in this graph, the number of offenders in segregation and incidents has decreased significantly from 2011 to 2013.

Step Down Program Availability

Prior to Implementation	After Implementation
Mental Health Services Individual Religious Observance Distance Learning – Academic Distance Learning – Vocational 0 Group Programs 2011	Mental Health Services Congregational Religious Services Classroom Academic Services Classroom Vocational Training Challenge Series Thinking for a Change Anger Management Substance Abuse – Matrix Model Reentry Services – Productive Citizenship – PREPS (Preventing Recidivism by Educating for Parole Success) 450+ Group Program Slots 2013

Segregation Step Down Program Results





Re-entry preparation for juvenile offenders includes an emphasis on educational services for our residents housed in DJJ facilities. There is a commitment to provide an opportunity to complete high school requirements and seek post-secondary educational opportunities. This educational programming is provided in conjunction with DJJ's development of a Comprehensive Re-entry Case Plan for each juvenile offender.

DJJ also provides substance abuse and mental health treatment services, life skills, workforce development, the Ready to Work curriculum, and mentoring.

In 2011, using existing resources, DJJ hired a Mentoring Coordinator to recruit, train and match mentors from the community with offenders in the juvenile correctional centers (JCC). The Mentoring Coordinator developed several mentoring programs to meet the needs of juvenile offenders in the JCCs to include a reentry mentoring program that matches adults with juveniles offenders 90- days prior to release to the community and continues the relationship for an additional nine months after release.

The re-entry of gang members back into the community has been a challenge for our public safety agencies. DOC and DJJ have made gang member re-entry a priority in their respective agencies and each has developed a gang strategic plan that includes prevention, intervention, suppression and re-entry as key components.

One example of a collaborative effort is a DCJS Anti-Gang and Re-entry Initiative (AGRI) grant to DJJ's 27th District Court Services Unit in Southwest Virginia, in which an apprenticeship program has been established. DOC has initiated new approaches to supervision of gang members.

DOC has initiated new approaches to supervision of gang members. This new approach involves supervision while incarcerated as well as when placed on community based supervision.

Gang re-entry remains a challenge and efforts will continue to refine the approach at the juvenile and adult levels.



BEHAVIORAL HEALTH AND SUBSTANCE ABUSE

The abuse of illicit and illegal substances and alcohol, as well as mental health disorders, often cause or contribute to adult and juvenile offenders' participation in criminal activities that led to incarceration. DOC and DJJ have recognized the need to address substance abuse and mental health as part of re-entry planning.

DOC has implemented the MATRIX evidence-based substance program at its 14 intensive re-entry program sites. The program, funded through a grant from DCJS, targets offenders with a moderate need for substance abuse treatment. Offenders with a significant need for substance abuse treatment, requiring more intensive services, receive longer term re-entry preparation programming in Cognitive Therapeutic Communities.

The delivery of substance abuse services for the offender continues into the community through partnerships with local Community Services Boards (CSBs) or other local providers. DOC's mental health services include all levels of evidence-based care, including residential care and medication monitoring. DOC operates a licensed mental health facility for incarcerated offenders who need acute care services.

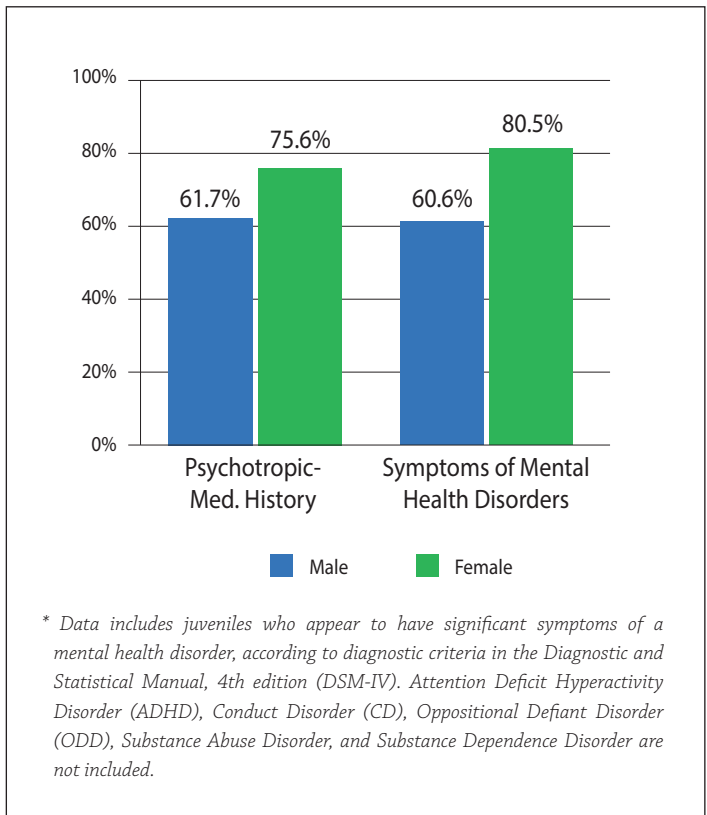
Within DJJ, many juvenile offenders entering the juvenile correction centers have a history of use of psychotropic medication and appear to have significant symptoms of mental health disorders.

The chart on this page shows the percentage of DJJ admissions with a history of psychotropic medications and/ or significant symptoms of a mental health disorder at admission during FY 2012.

DCJS and DJJ partnered in 2013 to hold an intensive training session for DJJ staff and others on the subject of juvenile offenders and the impact of trauma on the offender. This type of training is critical in re-entry planning and the development of effective treatment plans. Staff needs to understand the nature of the problem and the methods of treatment available.

DOC, DJJ and DCJS have also partnered with the Department of Behavioral Health and Developmental Services (DBHDS) for cross systems mapping training. This training includes local Community Service Boards (CSB), local criminal justice departments, behavioral health agencies and stakeholders such as Virginia Wounded Warrior Program (VWWP) and

JCC Admissions by Psychotropic Medication History and Symptoms of Mental Health Disorders, FY 2012*



veterans advocate groups who come together to understand the intersection of the criminal justice system and behavioral health in a community. By June 30, 2012, twenty-nine workshops were provided, which have covered 69 jurisdictions across the state.

DJJ has also partnered with DCJS and the Richmond Behavioral Health Authority (RBHA) to pilot a program that implements a seamless transition for juvenile offenders with diagnosed mental health needs returning to the City of Richmond. The program places a mental health clinician in the Richmond City Court Services Unit to provide mental health services to juvenile offenders. The clinician also serves as a referral source for other services in the community.

It is still too early for outcome data to be available, but anecdotally the juveniles participating in the pilot program seem to be doing better than a control group of juveniles released in the same jurisdiction.

Many offenders enter prison, jail, or juvenile correctional centers with financial obligations for restitution, fines, court costs, child support and other debts. In some cases, those debts increase as interest is accumulated during the offender's period of incarceration. Upon release, the offender faces not only the challenges of finding employment, housing, and treatment; but also the challenge of paying off his/her financial obligations.

As part of re-entry efforts during the McDonnell administration, legislation passed that allows offenders to participate in a re-entry savings plan while incarcerated in DOC. The plan allowed DOC to withhold up to \$1,000 from monies received from prison work, families, and/or friends. This allows offenders to better meet their financial needs upon release. There was also legislation passed which allowed offenders to pay court ordered obligations while incarcerated. These legislative changes significantly aid in the re-entry planning.

DOC actively collaborates with the Virginia Cooperative Extension Services (VCES), to provide "Financial Management Simulations" at most of the re-entry facilities. DOC also partners with 32 jails for work release, which allows offenders to work in the community and meet their financial obligations prior to release to community-based supervision. The work release programs also serve as re-entry preparation tools.

The Work/Education Release Program (WERP) at the Bon Air Juvenile Correctional Center was funded through a grant from DCJS. WERP participants engage in community service projects and pay court costs and restitution. They also pursue higher



educational or certification/licensing goals. DJJ will continue to sustain this program while seeking additional funding to support it.

DOC and the Division of Child Support Enforcement at the Department of Social Services are working together to educate offenders about their child support obligations and to coordinate pre-release planning for establishing manageable post-release payment plans.



HOUSING

Stable housing is critical for offenders returning to the community. Without a proper place to live, offenders are left to live in unsuitable environments which do not foster positive peer relationships, family reunification, responsible behavior, and non-criminal activity. There are many barriers to offenders securing stable housing upon release. First and foremost, their criminal record is an impediment. Other barriers include estrangement from family, substance abuse problems, mental health issues, lack of income, and community sentiment. Violent offenders and sex offenders face even greater difficulty in securing stable housing upon release.

DJJ has developed options for step-down and independent living. The Detention Re-entry Program places a juvenile offender in a local detention facility in close proximity to his/her home for 30 to 90 days prior to release from incarceration with a goal of establishing or re-establishing connections with the community and family. Necessary re-entry related services are identified

to assist the offender in making a successful adjustment to the home environment.

The Second Chance Act grant supports an apartment living program for offenders over the age of 18, who are released from DJJ. The offender is required to work to help offset the cost of rent, which is increased each month until the offender can pay the full amount. A life skills coach provides guidance and support to the offender.

Homelessness has always been a significant problem for adult offenders. Governor McDonnell established an initiative to reduce homelessness and DOC has been a participant in that effort. DOC works diligently to ensure that offenders have a home plan following release. Since 2010, the annual rate of homeless releases from prison has decreased 73%. This is an amazing accomplishment which needs to be continued. DOC has staff and offenders planning for housing throughout the offender's period of incarceration, and the results have significantly improved.



The Governor's Homeless Outcomes Advisory Committee made a number of recommendations and strategies regarding offenders and DOC has fully achieved, and in some cases, exceeded those recommendations. DOC has developed and implemented a pre-discharge protocol requiring all offenders to have a discharge plan that: specifies an appropriate housing arrangement, identifies prior military service, includes a mandatory re-entry program, and connects offenders to support services.

DOC also entered into a memorandum of agreement (MOA) with the Virginia Department of Social Services (DSS) which outlines the role of DOC, DSS, and local social services agencies in placing offenders with high needs (i.e.: nursing home, mental health care) and offenders with significant risk for homelessness. Additionally, legislation passed in 2013 allows DOC to share health care information necessary for re-entry preparation with social service agencies.

DOC reorganized existing positions to create Community Re-entry Specialists who develop partnerships with community housing providers, develop other resources, and specialize in placement of offenders with no family or housing plans.

Pre- and Post-Incarceration Services (PAPIS) programs also assist with housing issues. In FY 2011 and FY2012 these community



service providers assisted 3,457 offenders in obtaining emergency housing.

Housing issues are also a focus for many of the local re-entry councils that have been established across the state. Local councils work with public and private housing associations, with landlords and property management companies to expand the availability of housing for those that have been incarcerated.



TRAINING AND WORKFORCE DEVELOPMENT

Education, employment, workforce development, job training, and vocational services, all play an important role in each offender's transition and re-entry planning process. Lack of employment can be a primary barrier to successful re-entry.

Generally, offenders entering prison, jail or a juvenile correctional center may not have stable employment histories, are often deficient in their education, and may lack vocational training. Therefore, assessment of educational and vocational skills are critical so that offenders can be placed in the most appropriate educational, vocational, and/or workforce development program while incarcerated. Without stable employment or participation in an educational and/or vocational program, the offender who returns to the community will often return to criminal activity.

In 2011, as a result of the Governor's Commission on Government Reform and Restructuring recommendations, the Department of Correctional Education (DCE) was merged into the DOC and DJJ, respectively, with each agency assuming responsibility for its offender population's educational and vocational needs. Also, prior to the merger, DCE transferred Transition Specialists to DJJ and Offender Workforce Development Specialists to DOC. These individuals assist offenders with transitional services while incarcerated.

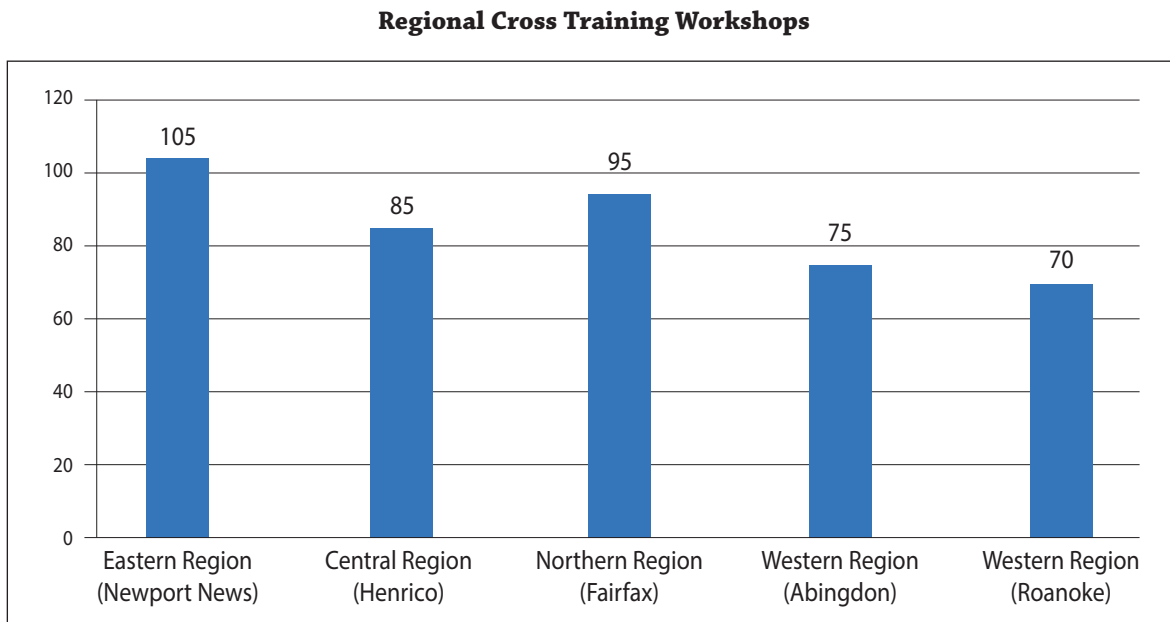
DJJ has also placed emphasis on employment. Within 180 days of release, juveniles participate in workshops to learn basic employability skills (interviewing, resume writing, communication skills, and proper dress attire). This training is based on the Ready to Work curriculum. DJJ also invites community based employers to its correctional centers to hold mock interviews with the juveniles and provide constructive feedback.

Additionally through activities such as Career Fairs and Apprenticeship Expos, DJJ is linking juvenile offenders with training and education opportunities such as Centura College, ITT Technical Institute, Richmond Electricians' Joint Apprenticeship and Training Center (RJATC), Army - Armed Services Vocational Aptitude Battery, Resource Workforce Center, Virginia Employment Commission and the Virginia Department of Labor and Industry (DOLI).

Further, DJJ has enhanced its partnership with the state's Workforce Development Center One Stop Offices. These offices offer an array of employment, training and career education programs. The One Stops are located in communities throughout Virginia where they offer a wide range of employment, training and career education program services. Regional cross trainings events were held across the state to improve access to re-entry services for youthful offenders and to dispel misperceptions. In April 2013, the workshops kicked off in the Peninsula Workforce region and continued throughout Virginia reaching the Central, Northern and Western Regions before wrapping up in June 2013. More than 400 DJJ and Workforce Development staff participated in the trainings.



The following chart presents the number of attendees at the regional cross training sponsored by DJJ.



Within DOC there is a very robust training and workforce development focus. DOC has implemented numerous job certification programs in which a foreman supervises offenders, teaches them a skill set for use in prison job assignments, and provides the offenders with certification once the necessary skills are obtained and demonstrated. Examples of these programs are: ServSafe Food Service Certification, Virginia Pesticide Registered Technician, Certification in Veterinarian Services, Dairy Operations Certification, and Animal Care Training (Pen Pals Shelter Dog training and Thoroughbred Retirement Program).

Through DOC's Virginia Correctional Enterprises, offenders work in prison industries and receive on-the-job training. Offender Workforce Development Specialists work in numerous prisons, facilitating Ready to Work programming to prepare offenders for release. In conjunction with the Ready to Work program, DOC holds Re-entry Resource and Employment Fairs on a bi-annual basis. Prior to release, offenders can register with the Virginia Workforce Connection Virtual One-Stop system where employers connect with job seekers. The new Federal Bonding Program was implemented by DOC for all offenders, and the fidelity bonds guarantee honesty for all "at-risk" hard to place job seekers. The bonds cover the first six months of employment with no cost to the offender or employer.

Both educational and career technical education (CTE) programs are part of the DOC programming in its institutions. Offenders,

based on eligibility, are offered Adult Basic Education (ABE) classes, GED classes, apprenticeships, Career Readiness Certificates (CRC), post-secondary classes, English as a Second Language courses, and Plaza Comunitarias (Hispanic offenders).

DOC has established 35 CTE program offerings in numerous institutions and 28 apprenticeship programs at 22 institutions. Examples of CTE and apprenticeship programs are: auto body repair, automotive technology and service (ASE), cabinet making, communication arts and design, computer systems technology, electricity, graphic communication/digital print production, horticulture, heating/ventilation/air conditioning (HVAC), masonry, plumbing, and small engine repair. Participants in the programs are often provided the opportunity to have "live work experience" where they apply their skills on jobs in the institution or on community service projects.



DOC partnered with Southside Virginia Community College (SVCC) and the Sunshine Lady Foundation to provide the Campus Within the Walls program at Greensville Correctional Center. In that program, offenders obtain college credits, leading to an Associate Degree.

Other partnerships with SVCC include: providing scoring of CRC assessments, providing concurrent enrollment so students can receive college credit for CTE courses, and participating in a federal Second Chance Act grant at Lunenburg Correctional Center which allows offenders to complete a 35 credit hour certificate program in Information Technology.

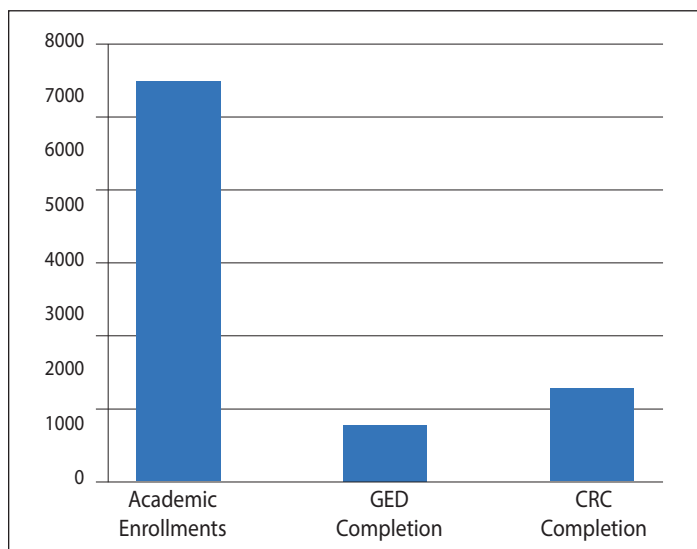
In conjunction with the Second Chance Act grant, the Virginia Goodwill Network provides both pre and post release assistance in job placement, housing and other areas to meet the released offender's needs. A project called "One Stop Behind Bars" is staffed by Goodwill Industries and is providing training to incarcerated offenders. The assistance continues for up to 18 months following release in order to help offenders attain and sustain employment.

Entrepreneurship is also included in re-entry preparation. The University of Virginia (UVA), Darden School of Business, implemented a pilot program with DOC at Dillwyn Correctional Center and Fluvanna Correctional Center for Women, in which UVA students working on their MBA provide college-level entrepreneurial training to offenders. Case studies are used to assist students in developing insights and skills related to starting and managing a business. The first programs resulted in 13 graduates.

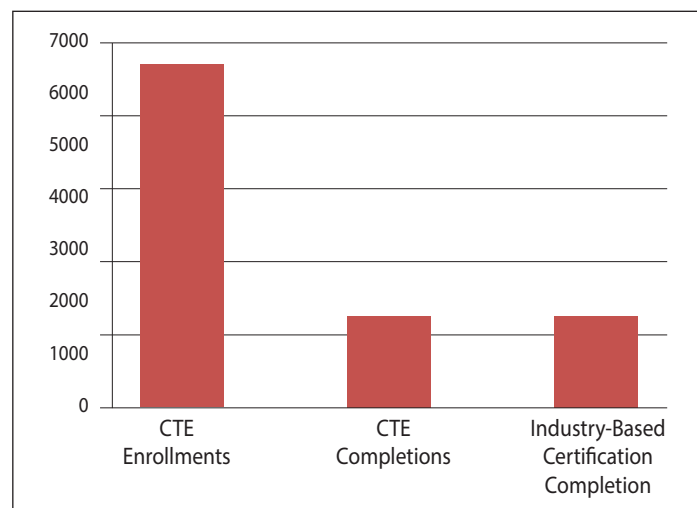
Public-private partnerships, as well as partnerships with other state agencies, are critical to providing offenders with vocational opportunities. At Indian Creek Correctional Center, Johnson Controls set up a Green HVAC program, providing \$200,000 in equipment and training for an instructor. This has been an excellent partnership in which offenders are provided instruction for a new technology in the HVAC field. The Department of Motor Vehicles (DMV) has also partnered with DOC to establish a Commercial Drivers License (CDL) program for offenders incarcerated at low security level work centers. DMV provides the training curriculum, testing and licensure. The successful participants have the opportunity to drive trucks for DOC prior to release.

Virginia Department of Corrections/Division of Education: Academic, Career & Technical Education, and Apprenticeship Programs – FY2012-13

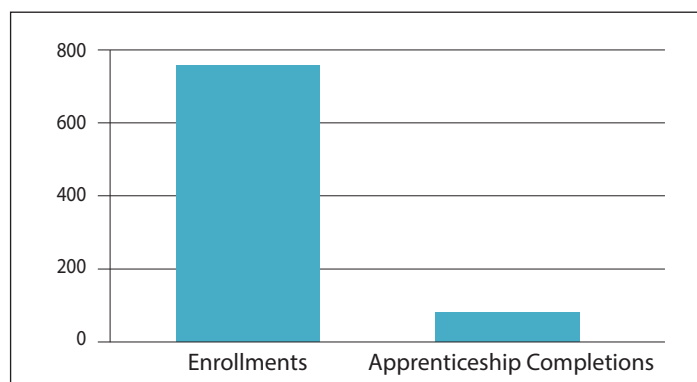
ACADEMIC



CAREER AND TECHNICAL



APPRENTICESHIP PROGRAMS



Reintegration with family, partners, and others who are positive influences in an offender's life is critical in the re-entry process. These individuals can offer valuable guidance and direction to offenders, while at the same time provide a stable presence for the offender once he or she returns to the community. Positive peers can serve as role models for offenders returning to the community and are part of the evidence-based practices that agencies utilize in their supervision of offenders.

Offenders returning to the community from incarceration often have health needs that must be met while incarcerated as well as upon returning to the community. Both DOC and DJJ offer extensive health services to the offenders they house, as well as address the need for continued services upon release. The continuation of services is addressed in the offenders' case plans. Health maintenance and maintaining a healthy lifestyle is an important component of the offender's adjustment in the community.

In 2012, DOC was successful in championing legislation mandating HIV testing of all offenders prior to release. This will assist in reducing the likelihood of a spouse or partner becoming infected. DOC received a federal Second Chance Act grant in which incarcerated substance abusing female offenders from Southwest Virginia were connected with their families via video conferencing. This allowed the women to become re-connected with their families prior to release. DOC also partners with local social service agencies to address chronic and acute health care issues of offenders returning to the community.

Re-entry planning DOC and DJJ both recognize the importance of family reintegration in the re-entry process. DOC has implemented pilot programs at six correctional facilities to rebuild the bridge between incarcerated offenders and their families. These pilot programs provide education utilizing the Inside Out Dads curriculum in conjunction with guided family visits assisted by volunteer mentors. DOC also provides family reunification seminars at institutions specifically set up for re-entry as well as at probation/parole districts.

DJJ's re-entry strategic plan specifically focuses on the need to enhance family involvement with juvenile offenders committed to DJJ. The agency has instituted a program in which video technology is used to make visitation more convenient for families. Parole officers, using Video Integration (VIA 3) technology connect families with juvenile offenders when face-to-face visitation is not feasible. DCJS and DJJ partner with



Assisting Families of Inmates to secure transportation for families in the Richmond area to visit juvenile offenders housed in DJJ institutions.

While young people in the community use exposure to school and the community environment to learn social skills, elements of effective team work, and positive communication skills, juvenile offenders often lack the opportunity to gain those experiences while in commitment. Programs such as Yoga, Quilting and Healthy Relationships provide young offenders an opportunity to gain these skills.

In coordination with DOC, local departments of social services are now using their Family Engagement Model to work with families when there is a risk of violence during the offender's re-entry. The Family Engagement Model is a deliberate and structured approach to involving families in decision-making through a facilitated meeting of family, their identified supports, and professionals working with the family.

Support for family and community reintegration is also a primary focus of local re-entry councils. Activities vary by council but include support such as parenting classes, Fatherhood Programs and family peer support groups.



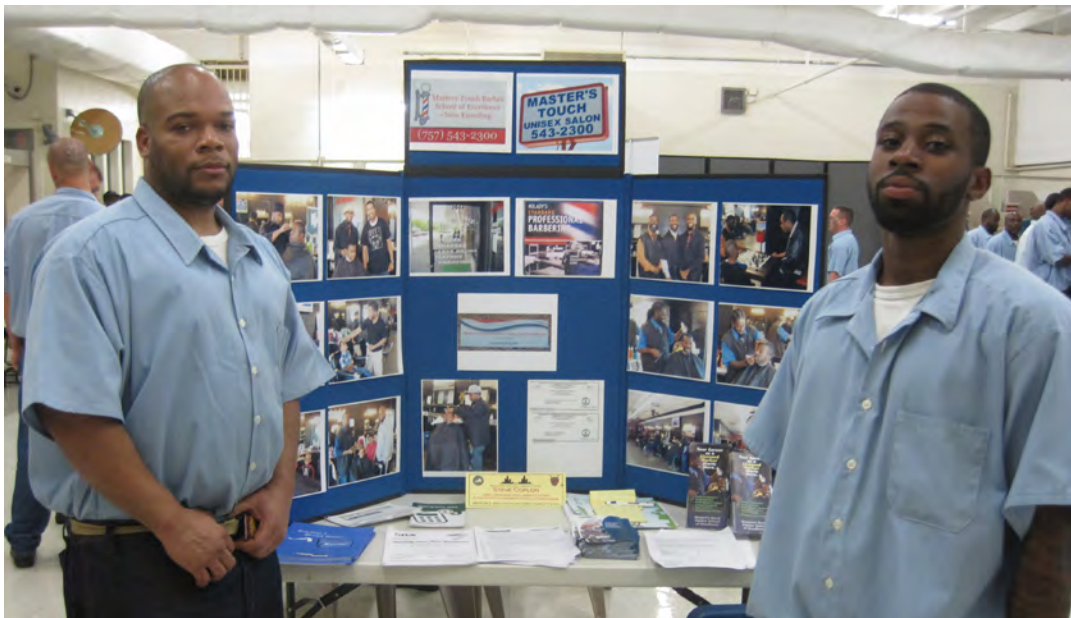
LOCAL AND REGIONAL JAILS

Many offenders return to the community from local and regional jails after periods of incarceration. These offenders face the same type of barriers as those leaving DOC or DJJ state correctional centers and require similar services. Unfortunately, many local and regional jails do not have the resources to offer the same level of re-entry and transitional services as DOC and DJJ.

However, the jails make every effort to provide whatever services they can, often partnering with community and faith based organizations, local governmental agencies, private providers, and others who can provide services to the offenders. Many jails, whether they are local or regional, participate in the local re-entry council meetings. Also, the local community corrections programs and PAPIS programs collaborate with jails to provide services to offenders while incarcerated and upon release.

The Virginia Employment Commission (VEC) collaborates with local jails and prisons throughout the Commonwealth to provide pre-release information sessions and training on job-seeking skills. These training classes address a variety of topics, including job market information, how to prepare and dress for interviews, work opportunity tax credit, where to obtain training, referrals to pre-employment supportive services, and workshops.

The work group within the Virginia Prisoner and Juvenile Offender Re-entry Council that specifically addressed re-entry from local and regional jails provided significant support for integrating jail re-entry into the overall plan. There will be ongoing work in this area as the state further refines and revisits its re-entry work.



Governor McDonnell specifically directed the Governor's Prisoner and Juvenile Offender Re-entry Council to examine the re-entry barriers faced by women. Research has shown that women offenders enter the criminal justice system through different pathways than male offenders.

Many women offenders have been victimized in some manner (physical, sexual, emotional and verbal abuse), experience mental health issues, or are the sole providers for their children. These women may also have many of the same issues as male offenders. Therefore, in preparing women offenders for transition and re-entry back into the community, there are additional challenges that many male offenders do not face.

DOC has recognized the unique challenges faced by women offenders and has tailored re-entry services specifically to address those challenges. The case plans reflect the things that the offenders will need to address upon release. The agency has specific re-entry programs at each of its facilities that house female offenders. Specialized programming includes addressing healthy relationships, substance abuse services, mental health treatment, addressing trauma related issues, and child care.

Female offenders incarcerated within DJJ receive educational, vocational, mental health and rehabilitative counseling



services. Specialized treatment programs include substance abuse, aggression management, and intensive therapeutic programming. Academic and vocational training is also provided. In March 2013, twelve (12) University of Richmond students partnered with DJJ's mentoring program to engage female offenders in activities that foster positive communication, build soft skills, and promote self-discovery and confidence.



VETERANS

Veterans represent an ever-increasing offender population and Governor McDonnell also asked the Council to address their unique needs. Many have experienced trauma while serving in active war zones, which requires special attention during their incarceration and transition into the community upon release.

The Veterans Committee of the Governor's Re-entry Council made recommendations on ways in which DOC could better respond to the needs of veterans from their first contact with the DOC throughout their course of supervision by the Department.

Veteran status is now captured upon intake and veterans are encouraged to apply for discharge verification status. Also, offenders can apply for their DD214 form while incarcerated which will assist them in applying for benefits prior to and after release.

Probation/parole districts have specific procedures for identifying veterans upon their reporting for supervision which results in referral to community based veteran's services. Assisted by volunteers, and utilizing offenders who are veterans, a number of veteran support groups have been established in our institutions.

In July 2012, a veteran's dormitory and program (Veterans Expecting to Transitions Successfully—VETS) was established at Haynesville Correctional Center, with a capacity of 88 beds. Another veteran's dormitory has been established at Indian Creek Correctional Center, a therapeutic community prison.

Upon recommendation of the Veterans Committee of the Governor's Re-entry Council a Guidebook for Veterans who are incarcerated in DOC facilities was developed. The Virginia Department of Veteran Services (DVS), Virginia Wounded



Warrior Project (VWWP), DOC and the U.S. Department of Veteran Affairs collaborated in the completion of the Guidebook which is available in DOC institutions and probation/parole districts. It is also posted on the web site for the Office of the Secretary of Public Safety, DOC and DVS.

DOC also now includes screening for combat stress and/or traumatic brain injury in its medical assessments. The VWWP developed a curriculum for training on combat stress disorder, Post Traumatic Stress Disorder and Traumatic Brain Injury of veteran offenders. The curriculum was presented and evaluated in the 27th Judicial Circuit and received favorable reviews. The VWWP Coordinators and DVS Benefits Services Specialists have also been linked to re-entry councils and in some instances the VWWP is a represented program within a re-entry council.



Virginia now recognizes that the transition and re-entry of offenders is not just a criminal justice matter. Many state agencies outside the public safety secretariat are involved. The community must also be engaged to ensure public safety is enhanced through successful re-entry, reduced recidivism and decreased victimization.

As part of the Governor's comprehensive re-entry initiative, community agencies and organizations across Virginia have been invited through local informational meetings to work together at the local level in the re-entry process. Virginia's state and local social services agencies, in coordination with the Office of the Secretary of Public Safety, led this re-entry outreach to communities across the Commonwealth.

Communities throughout Virginia have become engaged in re-entry and have adopted a collaborative re-entry approach. Participating localities, agencies and organizations have formed local re-entry councils. Councils bring together human services, public safety and other agencies along with private agencies, non-profits, law enforcement, the courts, businesses, community-based service providers and faith-based organizations. Council membership is voluntary.

Community re-entry councils address re-entry in general, as well as issues such as housing, employment, behavioral health, substance abuse, family services, positive youth development, benefits and food assistance. They identify community assets



Directors of the social services agencies founding the original six Reentry & Community Collaboration Councils in Virginia were recognized by the Governor for their leadership. Front row l to r: Diane Kuknyo, Albemarle-Charlottesville Council; Susan Clark, representing Southwestern Virginia Council; Lisa Peacock, Culpeper Council; Jane Brown, Office of the Governor; Kathy Ralston, Albemarle-Charlottesville Council; Back Row l to r: Dave Coman, King George & PD16 Council; Steve Hawks, Norfolk Council. Not pictured: Doris Moseley, Richmond Council.

and service gaps and focus on addressing re-entry barriers and coordinating related services and resources.

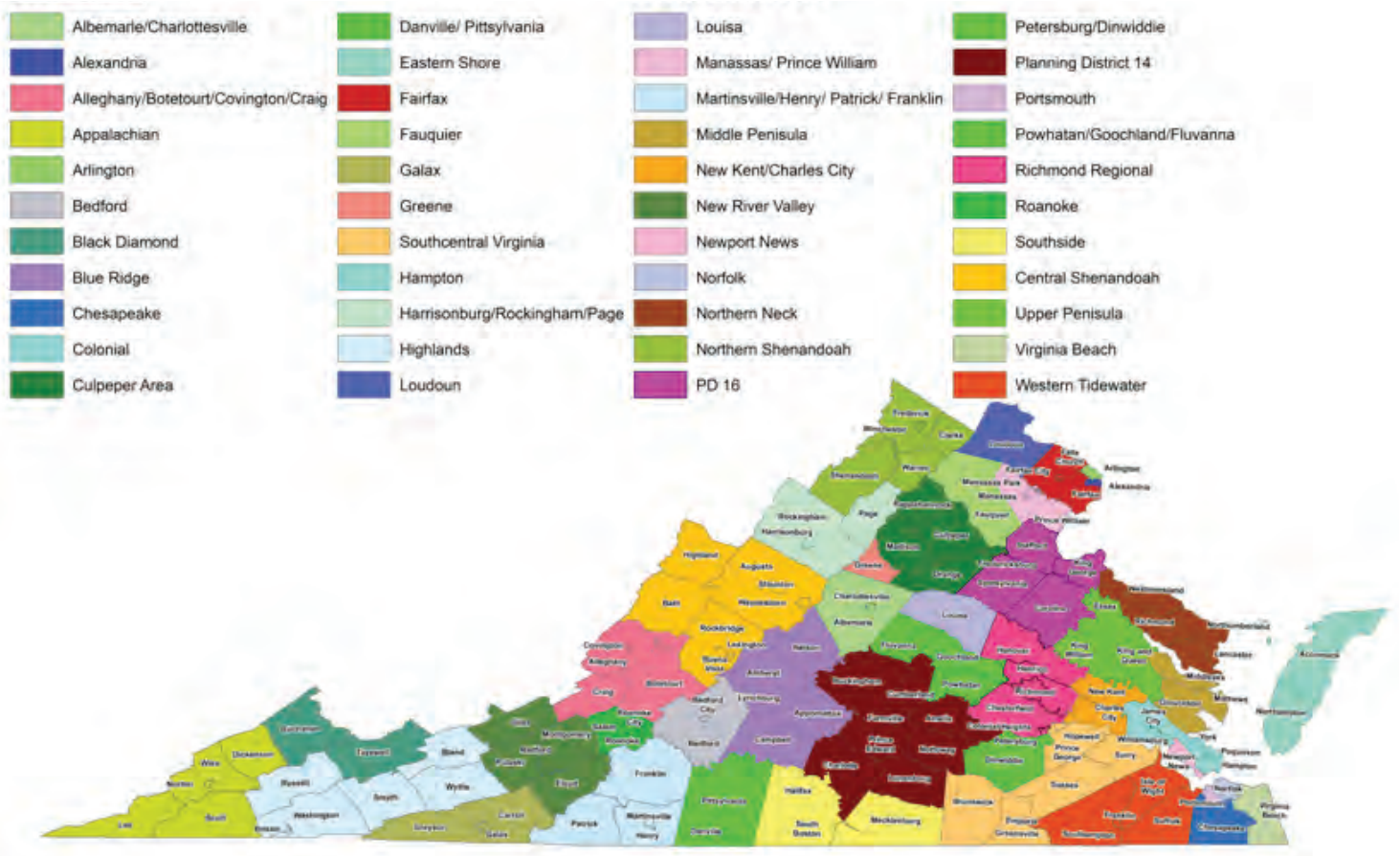
The goals of re-entry councils are to: increase public safety through reduced recidivism, maximize opportunities for offenders returning to the community, support family and community reintegration for persons previously incarcerated and maximize effective use of existing resources through collaboration.

More than 95% of those incarcerated will be returning to the community. Re-entry councils raise public awareness about the needs of these returning offenders. They also address local re-entry barriers, coordinate service delivery, foster successful family and community reintegration and track re-entry outcomes and results in the community.

The Virginia Department of Social Services (DSS) received a Department of Justice Second Chance Act Grant to fully implement this collaborative community-based re-entry model in the six areas of the Commonwealth that had originally formed re-entry councils. Both DOC and the Office of the Secretary of Public Safety served as collaborative partners on this project.



Virginia Reentry and Community Collaboration Councils Established



Prepared by the Virginia Department of Social Services, Office of Research and Planning
Map date as of October 11, 2013

The Second Chance Grant also allowed DSS to evaluate the effectiveness of the community-based re-entry approach and to expand outreach to engage other communities across the state in building local re-entry capacity.

The initial results of the Second Chance Project indicate that this community-based re-entry approach is effective in reducing recidivism. Also, communities across Virginia have responded to the opportunity to work collaboratively to address re-entry.

At the beginning of 2011 there were six re-entry councils in Virginia. In September of 2013 there are now 44 re-entry councils in the Commonwealth serving 100% of the localities. This re-entry community engagement in Virginia has been done voluntarily by localities and with existing resources.

Governor McDonnell has continually challenged all state agencies to enhance public safety by building and strengthening

partnerships and engaging in collaborative and innovative efforts at the state and local level. State agencies have risen to this challenge, working together to facilitate effective re-entry planning at every stage of the criminal justice process.

The re-entry mission of DJJ has made engagement of communities a priority. Thus, DJJ has set out to actively engage schools, employers, and service providers. Many of the partnerships established have been mentioned throughout this document and DJJ has become active in a number of local re-entry councils.

DJJ also has a federal Second Chance Act grant which targets offenders returning to the Tidewater area. The grant partners DJJ with the Tidewater Youth Services Commission, local detention centers, and a number of service providers in the Tidewater area. Juvenile offenders are transitioned into the community through local detention centers as a step-down from DJJ correctional centers.

DOC has enhanced partnerships with other stakeholders at the policy and service delivery levels. The partnerships help address the immediate transitional needs of re-entering offenders. As noted in this document, there are new partnerships with four-year universities and community colleges. DOC staff is actively engaged in local re-entry councils in partnership with the directors of local departments of social services.

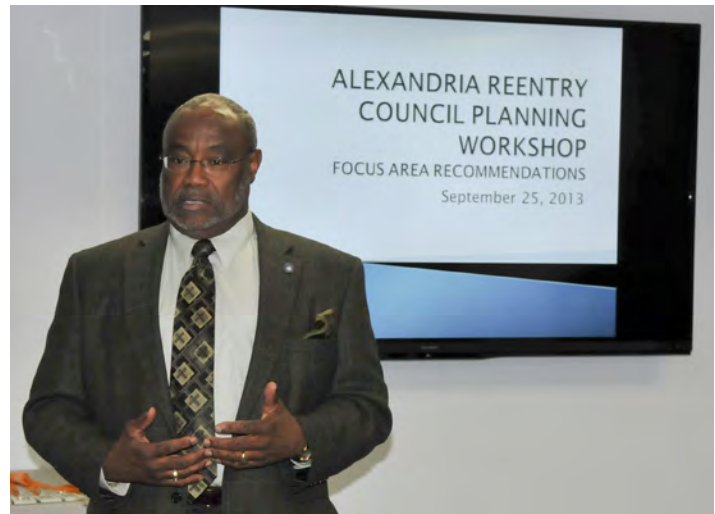
A partnership with the Virginia Department of Health, Office of Vital Statistics, permits the DOC to receive offenders' birth certificates. This assists in confirming citizenship, acquiring a Department of Motor Vehicle (DMV) identification card, and serving as a form of identification. The DMV ConnectID Card program will be established in all of the institutions by the end of 2013.

A collaborative effort between DOC and the Social Security Administration (SSA) permits offenders to apply for replacement social security cards 90 days prior to release. SSA and DOC also partner to help disabled and elderly offenders apply for benefits available upon release. Additionally, a partnership between DOC and the Virginia Department of Aging and Rehabilitation (DARS) has assisted DOC with identifying and formalizing procedures that will facilitate the timely receipt of Supplemental Security Income benefits.

DOC has two faith-based re-entry programs. One serves men at the Deep Meadow Correctional Center and the other includes women at Central Virginia Correctional Unit #13. Both are staffed by volunteers. DOC has invited leaders from a diverse array of faith-based organization to join a Mentoring Task Force.

The DCJS and Office of the Secretary of Public Safety Anti-Gang and Re-entry Initiative (AGRI) provided the award of \$250,000 grants to each of four localities: the Office of the Attorney General for the City of Richmond, the DJJ 27th District Court Services Unit Office in Southwest Virginia, the Northern Virginia Task Force in Manassas Park, and the Staunton/Waynesboro/Augusta County area. Each of the grants includes community involvement in the prevention, intervention and re-entry efforts.

The state and local correctional agencies providing supervision to offenders have actively engaged their respective communities in the re-entry process to ensure that services and resources are available for the offenders. Partnerships and collaborative efforts have become the norm, and proven to be beneficial in meeting the needs and risk factors of offenders re-entering the communities of the Commonwealth.



THE FUTURE OF RE-ENTRY IN THE COMMONWEALTH

This Administration has laid the foundation and implemented sound re-entry policy and planning at the adult and juvenile levels. Significant progress has been made in a short period of time and public safety is stronger because re-entry planning, preparation, and programming is well established at all levels. Virginia's re-entry approach and programs for adult and juvenile offenders is now recognized as a national model. The future is bright, yet challenges remain.

There are a growing number of aging inmates with physical or behavioral health needs whose care is challenging for the correctional system and for the community when they are released. The expansion of vocational and skills training programs and the availability of basic technology skills training would strengthen re-entry preparation. Exploring the impact on recidivism of the financial obligations that arise from incarceration and developing strategies to address that impact is an issue to be further explored. Finally, local and regional jail re-entry is also an area for future focus.

Virginia's criminal justice and correctional agencies will have the responsibility to remain leaders in a multi-disciplinary approach to ensure that the vision for the future of re-entry remains a priority for all concerned. Evidence-based practices, founded on data driven analysis and research, will allow the Commonwealth to develop future supervision practices, programming, partnerships, and collaborative efforts that continue to meet the needs of the ever- changing adult and juvenile offender population.

A focus on sound re-entry planning, policy and practice is smart government. Continued re-entry collaboration among our public safety and human services agencies, educational institutions, community non-profits, businesses, faith-based organizations and other stakeholders will ensure that recidivism is being addressed, offenders are held accountable, and communities are involved in the process to make the Commonwealth a safer place to live and raise families.





Office of the Secretary of Public Safety

Patrick Henry Building, 1111 East Broad Street, Richmond, VA 23219

P.O. Box 1475, Richmond, VA 23218

(804) 786-5351 • Fax: (804) 371-6381

www.publicsafety.virginia.gov

sops-cs@governor.virginia.gov